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## EXPERT CITY MANAGEMENT

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WE AMERICANS have been a shifty and versatile people and we have come to believe that almost any man of us can do anything he puts his hand to. He can take up life in a new home, he can learn a new trade, he can do more kinds of things and do them fairly well than the native of any other country in the world. That was one of the needs and one of the results of our early pioneer life. That has been one of the things which have made us successful. We are now reaching a point, however, where every branch of our social and industrial life is becoming specialized, and greater skill is constantly required of each single member in his particular line of work. This is just as true in government as it is in industrial life. We can no longer be content with officials who do many things indifferently; it is important that we should have in each place a man who can do thoroughly well the things which pertain to the particular place he fills.

There are some few branches of city government in which the need for expert work has always been clear. A mayor and council would hardly think of trying to erect important public buildings without an architect or to lay out a system of sewers without an engineer. In the health department it has long been the habit to have some kind of a physician at the head and some sort of a lawyer for the position of city attorney. There are other branches of administration, however, wherein common opinion "Anybody will do" and these places most of all have been the snug berths of ignorant politicians. Take, for example, the street cleaning department. What can be simpler than to send out a gang of unskilled laborers, and to let them spend so many hours each day in lazily piling dust and refuse

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into heaps, shoveling it into carts and taking it off to the dump pile? Surely no expert knowledge is necessary for that!

And what is the result? The streets of our American cities, especially in the slums where health conditions are most critical and the greatest care is required, are often in a detestable condition, with piles of filth, lying for long periods—slimy mud when it rains, and clouds of dust when it is dry and the wind whirls them through open windows breeding disease and death. The streets of most European cities, on the other hand are well nigh as clean as the floors of the dwellings. Why this difference? In Europe, the work is done by a trained force under the management of experts.

The entire problem of street cleaning, like the application of efficiency methods everywhere requires high expert knowledge and a wide grasp of many subjects. Let us consider a few of the things that the superintendent of this department ought to know.

He should know in detail the relations between cleanliness and sanitation. To work effectively he must work in close coöperation with the health department as well as with the police and with the departments in control of the construction and repair of the streets and of public and private buildings and excavations. He must understand the materials and methods of construction which make the most solid highways and will best prevent the needless accumulation of dirt. He should know in what way the erection of buildings may be accomplished with least injury to the streets; and what methods of highway and underground construction and repair will least interfere with cleanliness. He must understand in detail all the causes which produce dust and filth and the measures necessary to eliminate them. It is now well known that from 60 to 90 per cent of the dirt upon our streets can be prevented by the enforcement of suitable regulations and that the cost of cleaning the streets can thereby be proportionately reduced.

He must understand the best methods for the removal of snow and ice in winter and for preventing injury from slippery streets and sidewalks. A superintendent in a city I know, who had permitted filth to accumulate in the early spring until certain alleys and streets became impassable, gravely announced that it would be useless to clean them until the ice and snow had melted!

The superintendent of street cleaning must be acquainted with the character, the operation and the relative value of the appliances and machines for the removal of dirt and must know where he can best use a machine and where it is best to use hand work, where he should sprinkle, where he should sweep and where he should flush the streets and must be able to make an accurate estimate of the cost of each method (including the water) for every hundred square yards. He must know how to arrange the hours of work, preferably in the night or early morning when it will least

incommode and injure the public. German cities are swept with military precision. Work does not begin in the crowded parts of the city till the people are in bed. First comes the sprinkler, then the sweeper and then the gangs of men to heap the dirt in piles, then the carts to carry it away.

These cities put their departments in charge of a municipal engineer. Take, for example, Dresden, where the street superintendent is not only a "baumeister" but is an instructor in the Royal Technical high school and has recently published a work on *Street Cleaning in the German Cities*, treating of every branch of his complicated duties.

Another branch of city government where there is startling discrepancy between the administration of our cities and those of western Europe is the building department. In America enormous damage is inflicted by fires through the improper construction of buildings, involving often great destruction of life as well as of property. The great fires of Chicago, Boston, Baltimore and San Francisco would have been impossible in Germany. I once witnessed the German fire department putting out a fire. The appliances seemed ridiculously small, there was no crowd nor excitement. The fire had broken out in the third story of an apartment building and was blazing in such a shape as with us would presuppose the total destruction of the building. Yet people were quietly looking out of the windows above and below without any thought of moving or of danger to themselves. In a few minutes the blaze was extinguished. It could not pass beyond the apartment where it originated. The building was *actually fire-proof*. It was not the fire department, but the building department to which the credit of this immunity was due. Each building in the city is subject to such thorough supervision and control by competent expert authorities that fires cannot spread.

The most important object of conservation is the life and health of our people and the degree to which these may be conserved by a skillful and energetic health department is only beginning to be realized. Let us take one subject alone; infant mortality. The life of the infant depends largely upon its food supply. Its food is milk and the milk supply of our cities is an accurate thermometer of infant mortality. The proper care of that supply under the efficient administration of Dr. Goler in Rochester diminished by *more than one-half* the number of deaths of children under five years of age during the summer months. The germs of typhoid, diphtheria, scarlet fever and enteric tuberculosis are responsible for the greater part of infant mortality and the danger from these can be obviated by expert supervision. Similar control of the supplies of meat and vegetables, supervision of drainage, the adequate segregation of all those afflicted by contagious diseases are only a part of the duties of health officers. How indispensable are the services of the best kind of experts in the management of the health department of a great city!

Experts are needed to manage the financial department of a city; to design and apply a system of uniform book-keeping which will fully show the exact condition of municipal finances; to prepare a proper budget each year, and wherever a city has control of taxation direct or indirect, to aid in the establishment of a system which will secure the largest income with the least burden upon the citizens. There are no questions that require more scientific treatment than those involved in municipal taxation. Closely akin to this subject is that of the bestowal of franchises and the making of contracts with public utility corporations which will secure the best returns to the city for the privileges granted in the use of city streets and other property. The public utility commissions of our leading states and cities require the highest kind of expert service. Such commissions furnish the best methods known for the supervision and the regulation of rates of water companies, light, heat and power companies, central heating plants, telephone companies, street car companies, etc. Only by expert inspection and scientific accounting can the abuses of private monopoly be overcome and these public service corporations be made to give adequate service at fair rates and at the same time be protected from unreasonable public demands. These are only illustrations from the bulk.

Experts are abundantly necessary in every branch of city government. How shall they be selected? They ought not to be chosen by election. The citizens should be supreme as to all questions of general policy, but the mass of the voters are ill qualified to pass upon the personal qualifications of great numbers of candidates to administer the various branches of the city government. Wherever there is a long ballot with thirty or forty officials to be elected it is impossible that the people generally can learn of the deserts of more than a very few of these candidates.

The council and the mayor (or the commission, where that form is adopted) ought to carry out the wishes of the citizens as to all general lines of city policy and they must supervise and direct the things to be done. It does not follow, however, that they are themselves the best qualified persons to do the work or to appoint the administrative officers by whom it shall be done. In the matter of securing competent experts to carry out the details of administration the members of a city council or commission are perhaps just as inefficient as the great body of the people would be. Their personal and political interests and prejudices and sometimes their ignorance as to the special qualifications of particular candidates lead to log rolling, partiality and bad appointments.

In the federal government it was found that the attempt to select administrative officials by the personal discretion of those in authority and especially at the dictation of congressmen led to the spoils system. Bad men were selected as a reward for the baser political services. The time and efforts of those in authority was wasted in the distribution of places and elections

were corrupted by those who sought or filled public offices. It was found that there was a better way of making these selections and that was to investigate the qualifications of those who applied, first by competitive examinations and then by probation. Hence the civil service law and the competitive system. This law is essential to good government. No one can compare the clean sweep and the corruption which formerly prevailed with the orderly selection of public officials and employees today without realizing the immense improvement which has been made in the federal service by the change.

How far can the competitive system be made to apply? At its beginning large classes of federal employees were excepted, expert positions for example and high administrative places because it was then considered that no expert or administrator of distinction would submit to school-masters' examinations.

These exceptions, however, have gradually faded away.

Such positions are no longer excluded because it is not now true that men of high professional and scientific attainments will not compete. The examinations are indeed no longer pedagogic in character. The examiners are not the ordinary subordinates of the civil service commission, but special experts of high rank and character are called in to pass upon the qualifications of competitors. Professional men and scientists feel that there is no degradation in submitting to an investigation of their past education and experience and in preparing a thesis upon the duties of their office and the proper organization and administration of the department they desire to superintend. Hence there is no dearth of competitors. In the examination for chief irrigation engineer in the Indian service, an announcement of the United States civil service commission brought eighty-five applicants, all qualified along certain engineering lines. Twenty-two could fully meet the requirements of the position and those who obtained the highest ratings are believed to have been among the best engineers in the country.

The admirable results of this kind of an investigation is already shown. In the federal service some of the most eminent positions, for instance, that of supervising architect of the treasury in charge of the construction of our most important public buildings, have been thus filled. Since June 30, 1910, appointments were made to the following places by this sort of investigation, at salaries ranging from \$2400 to \$4800 per annum; professor of chemistry in the public health and marine service; law examiner in the bureau of mines; chemists and engineers of all kinds and in various branches of the service; assistant director in the office of public roads; examiner of accounts in the interstate commerce commission; soil scientist and agronomists in rice and grain investigations in the department of agriculture; forest pathologists in the bureau of plant industry; superintendent of the

light-house service; associate statistician of the interstate commerce commission; Indian reservation superintendent.

It will be observed that these investigations call for qualifications that are both scientific, professional and administrative. For instance, the superintendent of Indian reservations and of the light-house service need high administrative qualifications. The results in these high grade examinations have continued satisfactory.

Let us take an examination paper of one of these investigations, for example, for Indian reservation superintendent. The applicant is required to give names and addresses of ten persons, not related to him, five of whom have been in subordinate or superior business relations with him and have personal knowledge of his qualifications and will answer questions regarding him. Inquiries are made of these persons. He is next required to submit a complete statement of his general education, the institutions where he has studied, the time spent and dates, the courses pursued and degrees, if any, conferred. He must state the facts of his life, describe his environment, tell of his occupations and also submit a statement of his special training in (a) business management; (b) political science; (c) economics; (d) applied sociology; (e) history. These matters relate to his general and specific education and have a rating of three out of ten in determining his appointment. He must next furnish a complete statement of his experience in managing men and describe his method of dealing with them; he must show how he would meet such problems as the keeping of employees contented in an isolated place; the handling of lazy men, bad tempered men, enthusiastic and tactless employees and an Indian "the tenth time he asks the same question." He must state his experience in questions relating to applied sociology, such as social settlement work and his actual dealings with Indians; and his experience in an *executive* capacity showing the number of men under him and the degree of responsibility involved. This special experience counts for four in a total of ten. The third subject is an essay to test general intelligence counting one point only and the fourth subject is a thesis setting forth what he would do if appointed superintendent of the reservation or school. This counts two points. For some positions oral tests are also required to give the examiners a better knowledge of the personality of the candidate.

Such examinations furnish essentially the same bases of judgment as those which an ordinary employer of men, the president of a large corporation for instance, uses in seeking new subordinates whom he does not personally know.

It used to be thought that positions in the legal department could not be made subject to competitive examinations; but now many of the highest officers in that department recognize that competitive tests are better than those heretofore employed. W. T. Dennison, an assistant United States

attorney general in an address to the National Civil Service Reform League in December, 1910, declared that *excepting only a position in the cabinet* which was political, there were no legal places which could not be better filled by competitive appointment or promotion than by the political system which has been its only alternative. Competitive principles have been extended in Kansas City to assistant corporation counsel; in Cook County, Illinois, to the assistant county attorney; in New York and Buffalo to deputy assistant corporation counsel; in New York State to various assistants to the attorney general, and in Wisconsin to all but one of the deputy attorneys of the state.

The federal civil service has been the pioneer in the reform system, but in some cases the leading cities of the country have now gone quite as far as the national government in providing competitive examinations for high positions. Kansas City offers a striking example of the advantages of the merit system, the business of all departments having been increased with a saving in expenses. Under the old system the auditor was chosen by popular vote. The new charter provided that he should be a certified accountant, an expert, and from April, 1910, when the new system began, to August, 1911, the expenses were about half what they had been during any similar period in previous years.

In New York the chief of the fire department was selected on a competitive promotion examination and Deputy Chief Kenlon who stood head of the list and was appointed is ranked as perhaps the most competent executive fireman in the country.

In Philadelphia the superintendent of the General Hospital, the chief of the bureau of highways and street cleaning, an office with a salary of \$6000, and nine assistant commissioners of highways have been filled successfully by competitive examinations.

In Chicago the competitive system embraces the auditor, the deputy controller, the city architect, the city engineer, the deputy commissioner of public works, the assistant city treasurer, the superintendent of the bureau of water, streets and sewers, the assistant commissioner of health, the assistant superintendent of police, the deputy commissioner of buildings and the assistant fire marshal (offices at salaries ranging from \$4000 to \$8000), and most significant perhaps of all, the librarian of Chicago's great public library when a competitive test in which such men as Herbert Putnam, Librarian of Congress, acted on an examining board, resulted in the choice of Henry E. Legler, one of the most eminent expert librarians in America.

Who shall say after this that the competitive system is not adapted to the highest administrative and expert places in a city government?

In order to secure the best experts the service must be made attractive. This can only be done by making it well paid, permanent, and with the highest places attainable through meritorious service. Men will not go

through the years of technical training required unless there be a prospect of remunerative work and a steady job.

It is not necessary to change the mere administrators of city government with each political overturn. When the government of England is overthrown in a parliamentary election scarcely a hundred men in the public service are removed from office. Harriman when he reorganized the Union and Southern Pacific railroads and changed their policies, kept in the experts who were managing the system, and J. J. Hill when he reorganized the Northern Pacific, made only one important change. The places therefore should be permanent during good behavior and efficient service. Every city official should be removable for cause (not political cause; removals upon any such ground should be forbidden) but only for cause affecting the good of the service. An officer should be removed if he is dishonest, corrupt, lazy, stupid, superannuated or inefficient, or if he fails to carry out the order of his political superior, but there should be no power to remove him capriciously, otherwise he might become the mere political tool of his superior. He should be compelled to obey orders but he should have the right to require that such orders should be in writing and on record and that he too should have the privilege of placing on record any reasons why he considered them unwise or unadvisable so that the responsibility for issuing them should be fixed exactly where it belonged.

The expert (like all subordinate city employees) should be removable only on charges and he should have a right to place upon a public record any answer he may choose to make to such charge.

Whether there should be any formal trial is more questionable, and still more so whether a court should intervene to prevent removals. The political head of the department should not be too closely limited in the right to control subordinates, and the interference of courts may lead to vexations and delays so great that the superior officer will often decline to take the risk of failure and will rather permit incompetent men to remain. The federal rule, permitting the superior to make removals at will after a statement of reasons and an opportunity to answer would seem the wiser plan. The chief protection against unjust removals should be the criticism of the public and the fact that those who make them cannot fill the places with their own creatures where the merit system prevails. So much for permanency of tenure.

To make expert service attractive, however, the very highest places must be attainable by those who would make such service their life career and who perform their duty faithfully and well. If promotion stops at the lower grades why should any energetic and ambitious young man choose public employment?

We can hardly overestimate the importance of securing the very best technical service for our larger cities. It is not the politicians, not even the

people at large who have initiated the great modern improvements in city governments, but experts, sanitary and civil engineers, architects and landscape gardeners, bacteriologists, physicians, educators and philanthropists. No city can hope to stand high in municipal progress unless it secures the best expert service for its municipal work.

Here in Los Angeles you propose in your new charter to apply to your city the commission form of government and nobody can doubt after the experience of over two hundred cities in which that form has been successful that it is an improvement upon those that have preceded it. It is simpler; it fixes responsibility; it provides for a reasonably short ballot (though not so short perhaps as a municipal ballot ought to be). The commission form of government, though an important step in municipal progress may not represent the final ideal. It does not clearly separate policy determining functions from administrative work. The commission is not only to be your legislative body, but each commissioner is to be the administrative head of his own department and I think it will be found in the future that all purely administrative work can best be done by experts selected by the competitive system and not chosen by the people at large. Therefore I am not sure that the provision in your charter giving liberal salaries to each commissioner and providing that he shall devote all his time to the public service of the city is a wise one. I am inclined to think that the very best service in the determination of policies will be rendered by public spirited citizens who are not so paid and who are required to devote only a small portion of their time to public duties and, under them, experts, with a permanent tenure should do the whole administrative work; experts who are well paid, who devote all their time to their work; experts who are chosen not from Los Angeles alone, nor even from California, but from any part of this great country, or of the world, wherever you can find the one who can best furnish the kind of service you need.

In some of the most successful German cities the law provides that every citizen is bound, is required, to give three years unpaid service to his municipality. This service is to be rendered at times which do not seriously interfere with the prosecution of ordinary business. The representative assembly meets one evening and the executive board two evenings in each week and a man's service in these bodies is regarded as his tribute to the public and as his patriotic duty. In addition to this there are other members of the municipal board who are paid, who are experts and who, as well as the burgomeister, devote their whole time to the service of the city. The burgomeister is himself an expert, he is chosen by promotion from other cities and holds office for the term of twelve years.

We cannot bodily adopt the German system here. No doubt we must still elect a mayor who shall devote his whole time to the city and who cannot be, in the present stage of our political traditions, an expert of the

same character as the German burgomeister; but we can well provide that the other commissioners, who determine a city's policy, shall be unpaid or very moderately compensated, serving principally from motives of professional and personal pride and public duty and devoting only part of their time to the city's business and that under them all high administrative officers shall be experts selected by the competitive system without reference to any kind of politics. I believe that this will be the organization of the ideal city of the future. Perhaps you cannot do that now. Probably the form of city government you have proposed is the best now attainable, but this much can be done, under your proposed charter. You can provide that *under the seven commissioners practically every place shall be filled by experts chosen by competitive methods*. The fewer the exceptions the better the result.

In most of the cities where the commission form of government is adopted there are some rudimentary provisions for the merit system and for a civil service commission, but these have been put in as a side issue, quite subordinate to the general features of the commission plan. This is a mistake; there is nothing more vital to good municipal government than the establishment of an efficient civil service system. You may have the Des Moines plan or the Lockport plan or the federal plan or the German plan of city organization and produce good or bad results with them all, but you can never have efficient city government with our present political traditions until you have established an able, upright, *independent* civil service commission. Here is the crux of the whole matter, the most vital point in securing administrative ability. For if the general city commissioners can appoint and remove at will the civil service commission they can force that commission to do anything they like; to make unnecessary exceptions, improper classifications, lax rules or fraudulent examinations so that their own creatures may secure and keep the offices.

If the mayor and seven commissioners are to appoint your civil service commission they ought not to have the right to remove any commissioner arbitrarily. I notice the proposal that all officers (except those in the competitive service) may be recalled by the people. This is a wise but cumbrous proceeding and will not often be applied. Some independent supervision of the civil service commission ought to be added. In New York the city civil service commissions are subject to supervision by the state civil service commission which must approve of the rules adopted and of the classification of offices, and which has full power to investigate all acts of the local body and may remove any member after charges and a hearing, by unanimous vote. In practice the supervision of the state commission has led to stricter rules and a better enforcement of the law.

Indeed the civil service commission itself should be either composed of experts or it should have an expert executive officer, for on that commis-

sion will devolve the duty of applying to the civil service of a city the new efficiency methods which are becoming an important feature in government as well as in industrial undertakings. Hitherto a civil service commission has been used mainly to secure entrance to the service upon merit and to keep the spoils system out. With the management of the different departments and bureaus the commission has had nothing to do. In Chicago, however, a new field has been opened. There the commission was empowered by law (as it should be everywhere) to investigate the service from time to time, and under this authority it proceeded to develop an efficiency system for the whole city systematizing the different departments, promoting the individual efficiency of employees and insuring fairness in the city's treatment of them. The examiners of the civil service commission kept a record of the work of each employee with monthly averages showing from daily report sheets the quality of their work, attendance, discipline and demerits. Quality of work was further subdivided. Clerks, for example, were marked on industry, accuracy, quantity of work and attitude; chiefs of bureaus and divisions on executive ability, initiative, industry, cost of work, supervision of subordinates. The standard required was 80 per cent and if the average of an employee fell below 70 per cent, charges for removal were preferred. The investigation by the commission showed that among the teamsters for instance 30 per cent of the men went home every day at one o'clock and none hauled over six loads a week. A trifling change increased the number of loads 50 per cent and a further change in the location of the dumps would raise the standard 100 per cent. Superfluous helpers were eliminated and a few supervisory regulations increased by 20 per cent the weight of each load; all at a saving of \$77,000 a year.

This is only one illustration of widely extended reforms introduced by experts and supervised by the civil service commission in Chicago. They can be still further developed and applied to other cities as an important feature of expert municipal management.

All these suggestions are made with the view of providing better machinery than we have at present for securing good administration in city affairs. Yet good administration cannot be produced by any mere machinery. A city must depend for its excellence upon its citizens and not upon any form of government though that form be the best in the world. Some kinds of machinery will produce better results than others, but no machinery can do anything without a proper application of motive power. That motive power in all government is the human will. In the case of a city it is the will of the body of the citizens. Their constant determination to secure pure, just, and effective administration is the only thing that will accomplish that result. No devices however ingenious can supply the defect of a patriotic spirit in the people and no form of government however clumsy can wholly fail where that spirit generally exists.

It is the public welfare which is the supreme object of government and unless men resolutely struggle for the public welfare they will not secure it. Hence the first and most essential work of all who would improve their government is to stimulate that spirit of patriotism; patriotism which must extend not only to our nation and our state, but also to our city. It was always the city which in ancient days was the object of the deepest and intensest love and pride. Listen to the tribute of Pericles to Athens in that great oration where he sets forth the character and spirit of the city that he loved:

In the political language of the day we are called a democracy, for the administration is in the hands of the many and not of the few. But while the law secures equal justice to all alike, the claim of excellence is also recognized; and when a citizen is in any way distinguished, he is preferred to the public service, not as a matter of privilege, but as the reward of merit. Neither is poverty a bar, but a man may serve his country whatever be the obscurity of his condition.

We are lovers of the beautiful, yet simple in our tastes and we cultivate the mind without loss of manliness. Wealth we employ, not for talk and ostentation, but when there is a real use for it. To avow poverty with us is no disgrace; the true disgrace is in doing nothing to avoid it. An Athenian citizen does not neglect the state because he takes care of his own household; and even those of us who are engaged in business have a very fair idea of politics. We regard a man who takes no interest in public affairs, not as a harmless, but as a useless character; and if few of us are originators, we are all sound judges of a policy. The great impediment to action is, in our opinion, not discussion, but the want of that knowledge which is gained by discussion preparatory to action. I would have you day by day fix your eyes upon the greatness of Athens, until you become filled with the love of her; and when you are impressed by the spectacle of her glory, reflect that her dominion has been acquired by men who knew their duty and had the courage to do it, who in the hour of conflict had the fear of dishonor always present to them, and who, if ever they failed in an enterprise, would not allow their virtues to be lost to their country, but freely gave their lives to her as the fairest offering which they could present at her feast.

Athens indeed, was well worthy of his eulogy. In all the generations and centuries since that day, she has been to all mankind "a city set upon a hill" whose light could not be dimmed by time nor hidden by forgetfulness. Let her example shine on us today.

In every Christian community the perfect city has been the final form into which was fashioned the dream of saint and seer. When, after degenerate Rome had been sacked by the barbarian, Augustine unfolded to the early mediaeval church the aspirations of the new faith and set before its eyes the ideal of a perfect social order, he entitled his great work *The City of God*.

It is in the form of a perfect city that the Bible figures to mankind the dreams of paradise. In one of the last chapters of Revelations the apostle declares, "And I, John, saw the holy city, the new Jerusalem, coming down from God out of Heaven prepared as a bride adorned for her husband." He saw from Patmos in his apocalyptic vision, the golden sunlight and the assembled clouds and amid their radiance, a city, not fixed immutably in heaven—no—but coming down to earth, filled with human vitality and sympathetic inspiration.

Whatever be our faith, let that be the ideal of each of us for the city he inhabits. Let that be the golden dream toward which our efforts tend. The city "coming down from God out of Heaven prepared as a bride adorned for her husband." However sordid its surroundings now, however it may reek with filth and squalor, vice and disease and poverty and degradation and all forms of ugliness and suffering, let that be the image into which we would re-create the city that we love.

"Coming down from God out of Heaven" filled with His justice, His loving kindness and tender mercy and shining with His eternal joy!

"Prepared as a bride adorned for her husband" with wreath and veil and jewels—not the jewels of mere physical adornment—comfortable homes, superb public edifices, commodious schools, stately churches, broad shady highways, ample marts for commerce and factories for industry, spacious parks and groves for recreation and delight—a city not only adorned with painting and statuary and flawless architecture, but one whose fair countenance beams with every spiritual grace, with the blushes of purity and the tears of tenderness, eyes that can awaken hope in the bosom of despair and a heart that cherishes the well being of the humblest of her children as her deepest concern. A city where their health is guarded with a mother's care, where the light of knowledge illumines every household, where fraternal love prevails, where the spirit of fair dealing and a purpose to do right is the motive power behind every action. This is an ideal we will not wholly attain but according to the measure in which we approach it will our city become more and more a source of pride and happiness to all who dwell therein and will draw closer and closer to the realization of John's vision of the perfect "City of God."